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SOUTH COUNTY JOINT PLANNING PROGRAM

City of Morgan Hill City of Gilroy County of Santa Clara

POPULATION AND EMPLOYMENT: CURRENT SITUATION AND FORECASTS

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BACKGROUND REPORT
FOR THE
SOUTH COUNTY JOINT PLANNING PROGRAM

PREPARED BY: EC, GF, CM, RS

COUNTY OF SANTA CLARA
DEPARTMENT OF LAND USE AND DEVELOPMENT
OFFICE OF PLANNING

Adopted: April 16, 1985

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1. POPULATION/EMPLOYMENT

- 1.1. The 1985 ABAG forecasts of population and employment are the current basis for Cities-County planning in the South County.
- 1.2. The ABAG forecasts and combined plans of the two cities and the County are generally consistent. The exception is that the ABAG forecasts assume a relaxation of Morgan Hill's growth control provisions as the year 2000 is approached. It should be noted that the City of Morgan Hill has formally protested the ABAG assumption. If the growth control provisions are kept unchanged, the 2005 Morgan Hill population will be less than anticipated by ABAG; as a result, there may be demand for additional development in Gilroy, in the County, or elsewhere in the region.
- 1.3. If the forecasts are realized, the South County could be expected to go from an employment deficit relative to housing units of approximately .7 in 1980 to an employment surplus of approximately 1.3 in 2005.
- 1.4. The ABAG 2005 forecasts can be accommodated by the existing plans, with varying amounts of planned residential and industrial land remaining undeveloped at 2005.
- 1.5. If the plans are not changed and the ABAG forecasts are realized, at 2005 there will be enough undeveloped planned land remaining in Morgan Hill to accommodate 5.4 years of additional residential development and 0.5 years of industrial development. In Gilroy, there will be enough planned undeveloped land to accommodate 1.2 additional years of residential development and 14.5 years of industrial development.
- 1.6. Pressures for residential and employment growth in the South County will continue and increase beyond 2005 as development in the Bay Region and Central Coast Region uses up available land.
- * 1.7. Santa Clara County is a fast-growing region, drawing large amounts of industry and people. The northern portion of the County experienced its most rapid growth between 1960 and 1970, whereas, the southern region experienced substantial growth between 1970 and 1980.

Findings marked with an asterisk (*) were adopted in April 1985, prior to the release of the ABAG 1985 projections. They are not affected by the revised ABAG numbers. The other findings and recommendations were adopted in October, after analysis of the existing plans relative to the ABAG 1985 forecasts.

- * 1.8. Employment growth in Santa Clara County continues to exceed projections.
- * 1.9. Although some of ABAG's latest projections may be inconsistent with the Cities' policies and projections, they and other available projections may be used as background material.
- * 1.10. South County may continue to experience the pressures of growth to and beyond the year 2000. The degree to which growth actually occurs will be the result of a number of factors.
- * 1.11. South County may be affected by institutional and external growth factors. Institutional growth factors include land use limitations imposed by general plans and growth control ordinances. Growth may be influenced externally by the national economy and the land market. There are at least eight additional factors that have been identified which may stimulate or restrain the growth of South County. These factors include: South County's relative attractiveness to industry, the Gilroy/Morgan Hill Wastewater Treatment Facility, the Gilroy and Morgan Hill growth control ordinances, the effects of the development of Coyote Valley, the future balance of jobs to housing, the effect of intergovernmental agreements and implementing actions regarding land use policy and infrastructure, the effect of water and air pollution on development, and the effect of the transportation system and its management.
- * 1.12. In response to pressures for growth, development is more likely to occur in areas where there are fewer growth restrictions.
- * 1.13. The County's unincorporated areas will experience pressures to develop as cities limit development within their jurisdictions. In addition, the County's policies regarding land use and services may similarly affect development and growth in the cities.
- * 1.14. Presently, the population of South County has a lower median income and lower level of education than North County. Morgan Hill has begun to resemble the cities of North County in terms of population characteristics. With the continued population and employment growth, Gilroy will probably follow this trend.

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1. URBAN GROWTH AND DEVELOPMENT

The three jurisdictions' existing plans should be continued as the basis for joint policy in the South County, since they are in general agreement on most topics and will accommodate the projected growth to 2005. By that time, the number of South County residents is expected to increase more than two-fold and employment more than four-fold. Effective joint planning should be continued, since Santa Clara County is a fast-growing region, drawing large amounts of industry and people, and the pressures for growth are likely to continue beyond that date.

- 1.1. The plans of the two Cities and the County do not need to be revised at this time to accommodate projected growth to 2005.
- 1.2. Since urban development will continue beyond 2005, it is important now to consider the potential general patterns of development beyond 2005 and to identify the areas to be kept in long-term rural land uses or open space before the pressures for urbanization are unmanageable.
- 1.3. Conditions of population/employment growth and land development in the South County and surrounding regions should be regularly monitored:
 - a. to assess the demand for additional urban development in South County, and
 - b. to determine when it would be appropriate to plan for more extensive urban development in the South County.
- 1.4. There should be regular monitoring of urban growth and of the effectiveness of plans and regulations, in order to make changes needed to achieve community objectives. Consideration should be given to potential long-term development patterns and to areas which are to be kept in long-term rural use or open space.

Urban development should occur in the cities in an orderly and contiguous pattern, managed and scheduled consistent with the ability to provide public facilities and services. Land uses in rural areas should be limited and public services to rural areas should be appropriately limited.

- 1.5. Urban growth should be managed and scheduled consistent with the ability to provide public facilities and services, such as sewer capacity, water, transportation, schools, public safety and other urban services.
- 1.6. Growth should occur in an orderly and contiguous pattern, within designated urban service areas and encouraging infill of vacant urban land.

- 1.7. Urban development should occur only in the cities and where the full array of urban services can be provided.
- 1.8. In rural areas, services shall be provided at a minimum level by the County or special districts.
- 1.9. Expansion of urban service areas and annexations should be based on general plans and be consistent with the Cities' schedules for development and extension of services.

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Background Report
for the
South County Joint Planning Program

POPULATION AND EMPLOYMENT:
Current Situation
and
Forecasts

DRAFT

County of Santa Clara
Department of Planning and Land Development
Office of Planning
March 28, 1985

Prepared by:
EC, GF, CM, BS

DRAFT

SOUTH COUNTY JOINT PLANNING PROGRAM

County of Santa Clara
Dept. of Plg. & Dev.
Office of Planning
March 28, 1985

POPULATION AND EMPLOYMENT: CURRENT SITUATION AND FORECASTS

- I. Introduction
- II. South County Population and Employment
- III. South County Development Factors
- IV. Components of Growth
- V. Issues, Implications
- VI. Findings

I. INTRODUCTION

How This Report is to be Used

Key factors in planning the future of South County are the growth pressures, caused by industrial expansion, as well as the constraints related to growth. South County is a part of Santa Clara County and is thus subject to share in its growth. The pressure for South County growth may be constrained or enhanced by many external or local conditions. Some conditions are subject to local intervention; some of them are beyond local control; and some are now unknown.

As the planning process proceeds, the following topics will be considered: the low and high population and employment forecasts; the various constraints to growth; and the requirement for industrial land, housing, infrastructure, services, open space and other factors which would result from various growth scenarios. These and other considerations will provide the basis for determining land use and other policies to be recommended to the County and the Cities of Gilroy and Morgan Hill.

For this report, two projections were used, Association of Bay Area Governments (ABAG) and those prepared by the Department of Finance (DOF). DOF projections were prepared for all of the counties in California. ABAG projections include the nine Bay Area Counties by city spheres of influence and for census tracts.

The agencies responsible for forecasts are in the process of revising them. Since the revisions will not be completed until late Spring, the available data is presented now, with the understanding that before finalization of planning some revisions may be needed. In addition, Transportation 2000 is preparing a projection which should be available later this year.

As more data becomes available, the high and low forecasts will become better defined. Anticipated changes in new forecasts are not likely to require major changes in most of the basic planning assumptions.

The Focus of the Report

This report will focus on current population and employment figures, as well as projections of population and employment growth to the year 2000. Emphasis will be placed on potential growth in South Santa Clara County, referred to as the South County study area, and the Coyote Valley. Data will also be provided for Santa Clara County as a whole for the purpose of comparison.

This paper is to become a basis for the other South County reports. It is therefore, not organized like the others. This paper includes sections on South County Development Factors, the Components of Growth, Issues and Implications, and Findings.

"South County Development Factors" identifies the key local factors which will affect developments in South County; this includes current trends and policies. The "Components of Growth" will identify how population and employment growth will likely occur as well as the rate, mix and pattern of growth. The "Issues and Implications" section will discuss the affects of growth on the region, what changes will occur as a result of growth, and what steps should be taken, given these circumstances. Lastly, the "Findings" will present basic facts and assumptions inherent in this report. Upon adoption, with appropriate revisions by the Advisory Committee and the County Board of Supervisors these findings will provide the working basis for further decisions in drafting the plan.

The Study Area

For this report, South County will be defined as the incorporated and unincorporated lands south of the Morgan Hill-San Jose Boundary Agreement including the valley floor, adjacent hillsides and related inter-mountains valleys, such as Paradise Valley, Llagas Valley, Pacheco Pass, and Hecker Pass.

II. SOUTH COUNTY POPULATION AND EMPLOYMENT

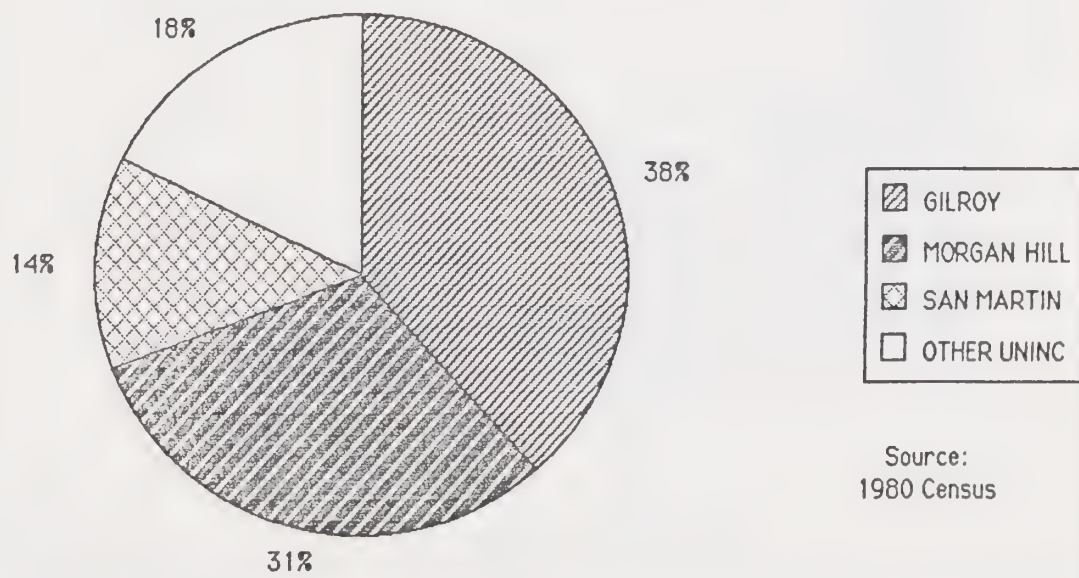
Population

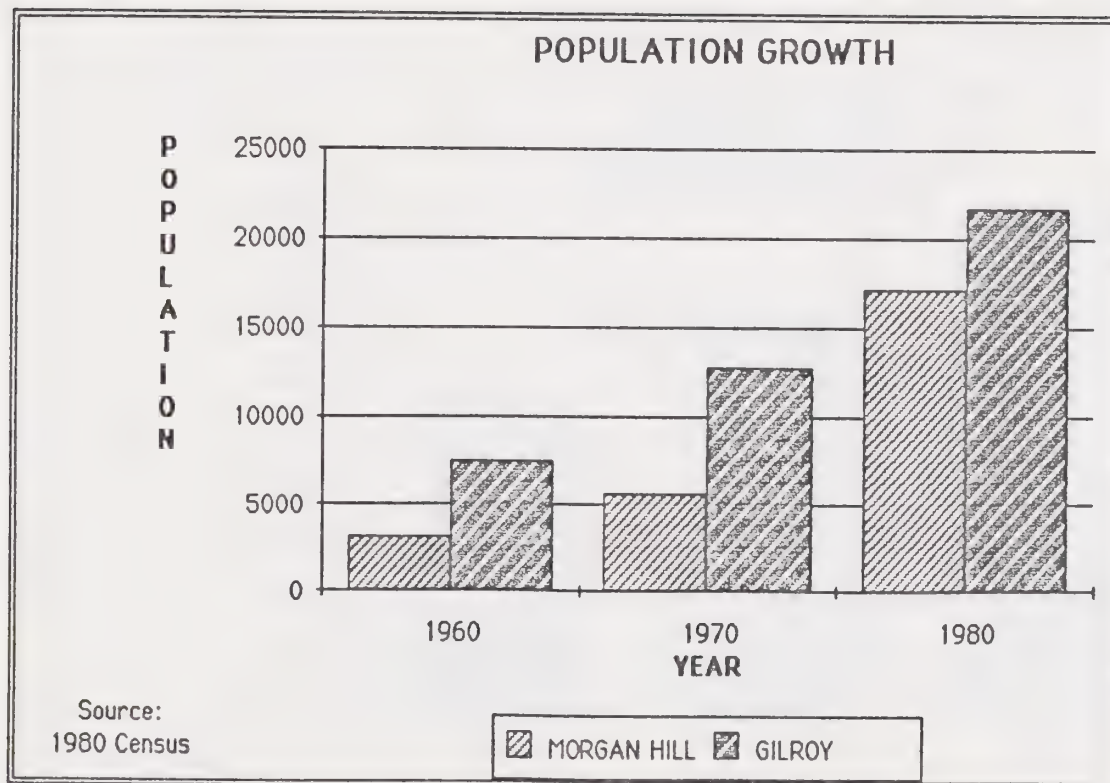
According to the 1980 Census, Santa Clara County is the largest County in the San Francisco Bay Area, with a population of 1,295,100. The South County study area and the Coyote Valley, had a combined 1980 population of 58,000 which represent roughly 4.5% of the County as a whole.

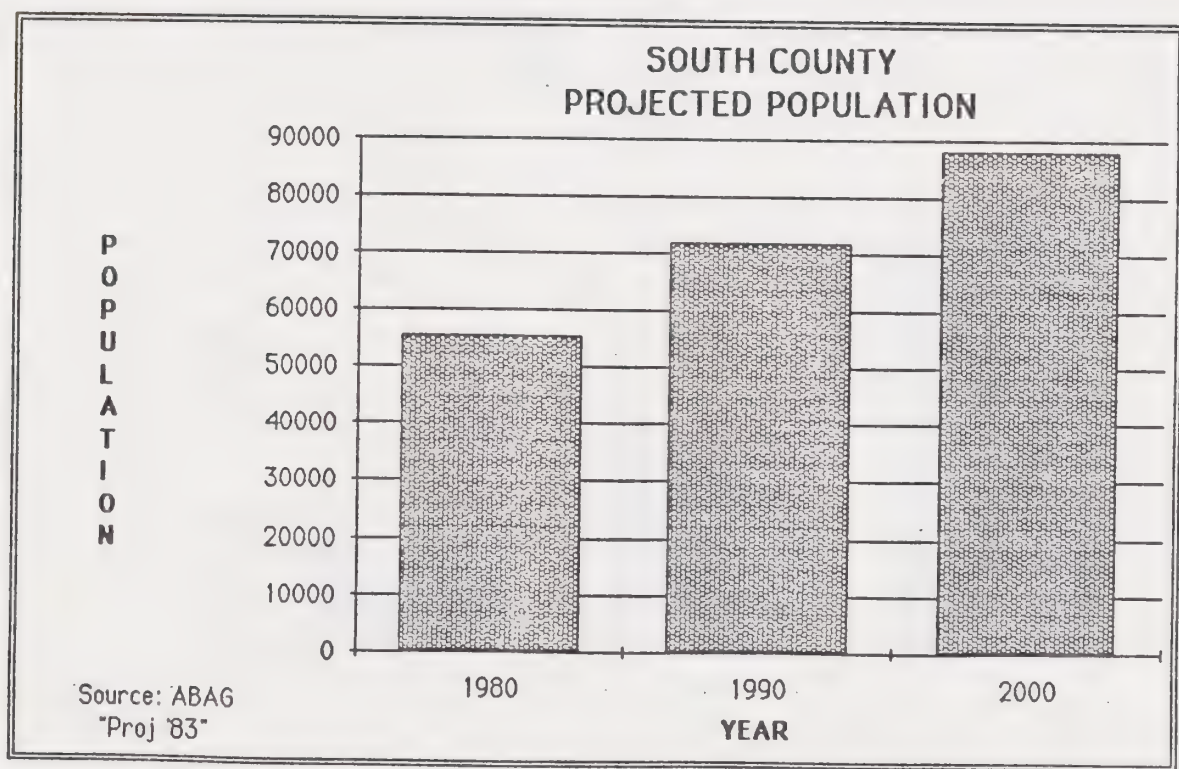
ABAG's "Projections '85" predicts a Santa Clara County population of 1,463,000 for 1990, a 13% increase from 1980, growing to 1,555,000 by the year 2000, roughly a 6% increase over 1990. DOF projections are very close to those of ABAG. DOF also predicts a long-range increase in the proportion of the County's elderly population.

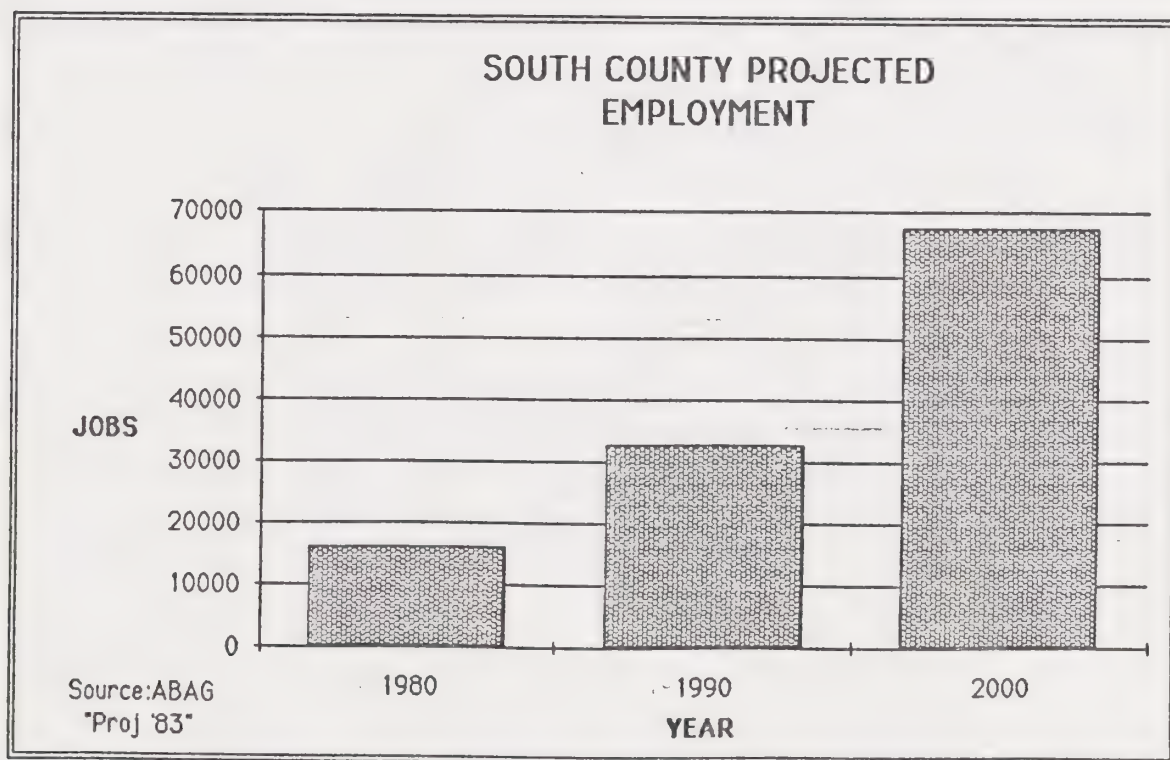
South County population (excluding Coyote) is expected to increase from 1980 to the year 2000. According to ABAG's "Projections '83", the population in 1980 was 55,200. It is expected to rise to 72,100 by 1990, an increase of roughly 31%. By 2000, it is expected to rise to 87,900 which would be an increase of 22% for that decade.

SOUTH COUNTY POPULATION - 1980









In addition to the projections prepared by ABAG and DOF, the cities of Gilroy and Morgan Hill have made some projections regarding population growth to the year 2000. The City of Gilroy assumes an annual population increase of 5%. This is based on the 1970 to 1980 actual growth rate. Morgan Hill assumes that the limitations imposed by Measure E and the General Plan will cap the population at 30,000 by the year 2000.

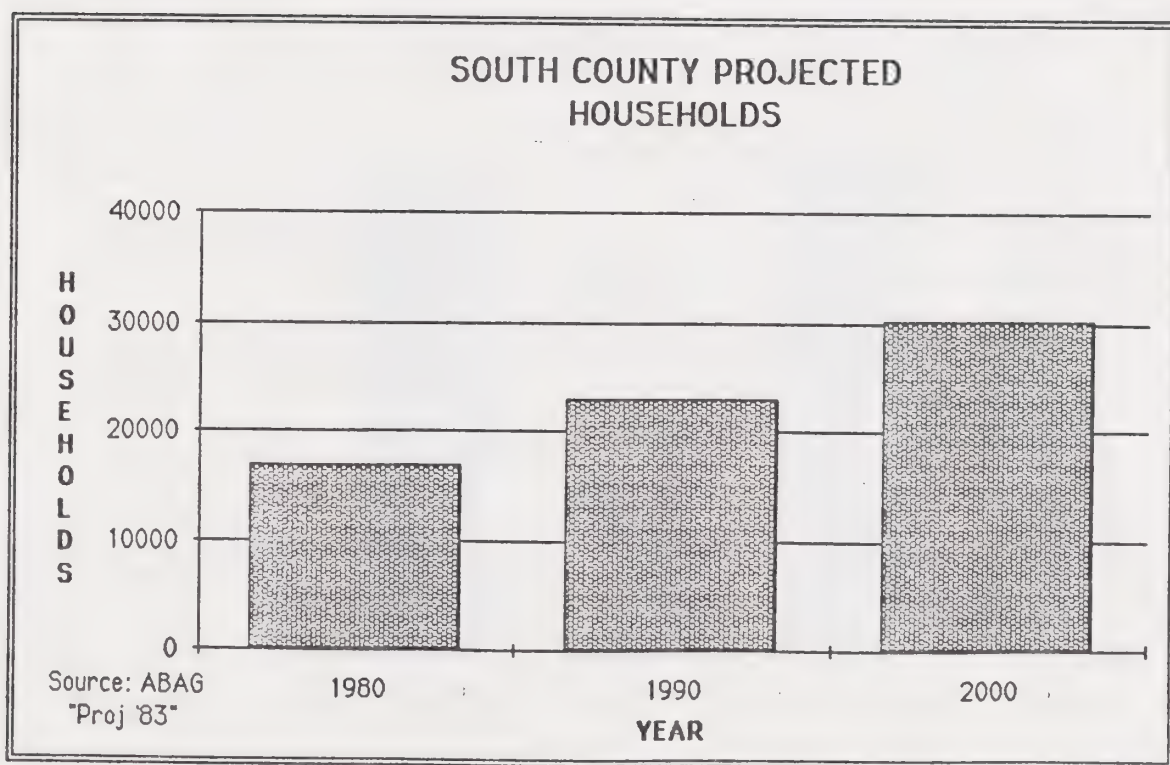
Employment

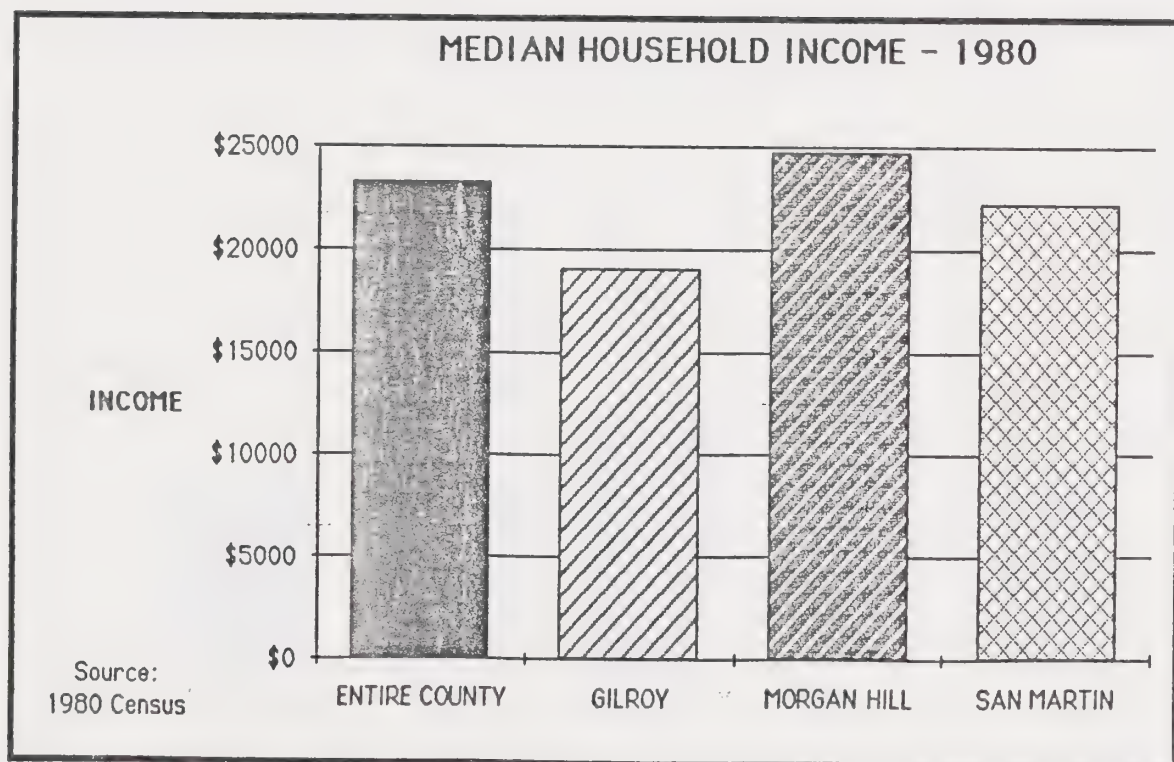
In ABAG's most recent "Projections '85", the number of countywide jobs in 1980 was 699,000. By 1990, the number is expected to increase to 901,000 and to 1,079,000 by the year 2000. This is an annual increase of 20,200 jobs between 1980 and 1990 and 17,800 annually between 1990 and 2000. The increasing participation of women in the workforce is expected to be a major component in the increase of employed persons.

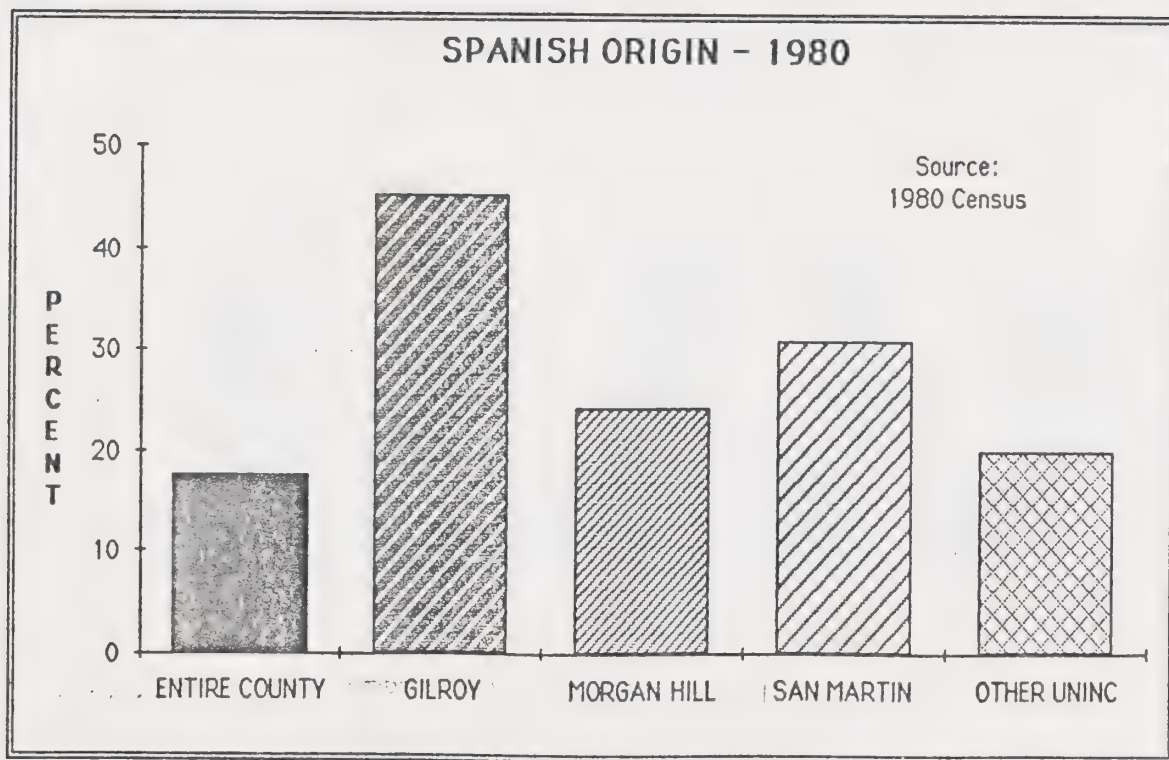
For South County ABAG's "Projections '83" predicts that employment will increase from 16,000 jobs, in 1980, to 32,400 jobs in 1990, and to 67,700 jobs in the year 2000. This represents a 49% increase for 1980-90 and a 48% increase for 1990-2000.

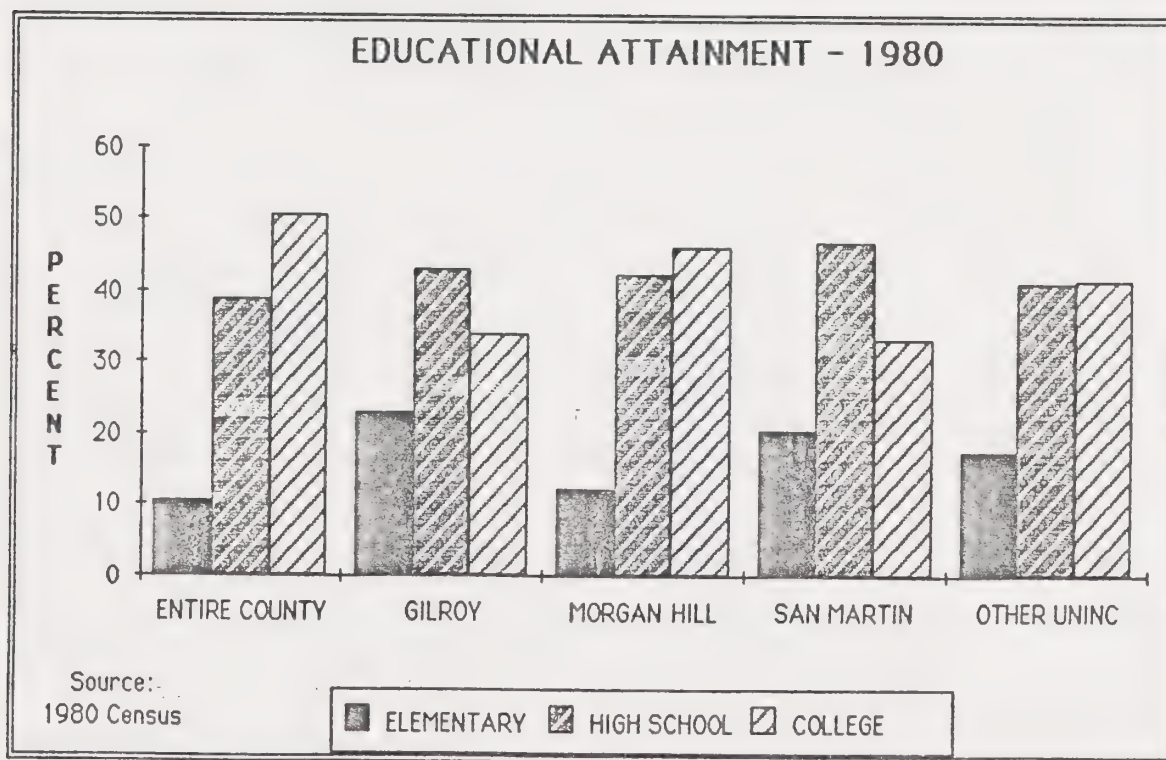
Households

According to ABAG's "Projections '83", South County had more persons per household than the County as a whole. Furthermore, the number of South County households is expected to increase from 16,800 to 1980, to 23,000 in 1990, to 30,100 in 2000; household size is expected to decrease at a rate of roughly 11%. This will result in a decrease from 3.25 persons per household in 1980 to 2.89 for the year 2000.









Median Income

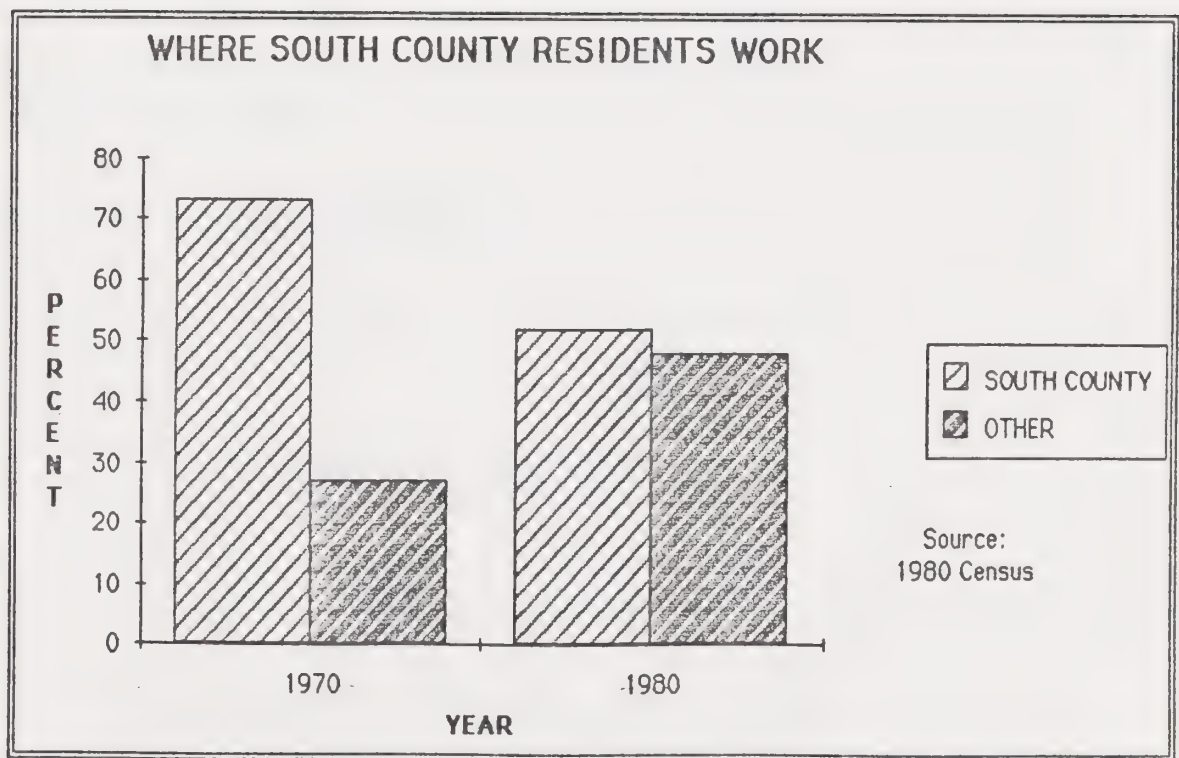
Morgan Hill and the unincorporated areas of South County, with the exception of San Martin, had a higher median household income in 1980 than Santa Clara County as a whole. Gilroy and San Martin had a lower median household income. A major reason for the differences in median income level is that in Morgan Hill, 29% of the residents were employed in managerial or professional occupations compared to 21% in Gilroy. On the other hand, 20% of the residents of Gilroy were employed in operator, fabrications and laborer categories, (which generally offer lower paying jobs) compared to 13% in Morgan Hill.

Race/Ethnicity

South County had a large number of Hispanics representing 32% of the 1980 population as reported in the 1980 Census. Each of the cities as well as the unincorporated areas in South County had a higher percentage of persons of Spanish origin than the rest of the County. For Gilroy, the percentage of persons of Spanish origin was 45% compared to 17% for the County. For San Martin, Hispanics represent roughly 31% of the population, and for Morgan Hill roughly 24%. In the other unincorporated areas, the percentage of Hispanics was slightly higher than the County.

Educational Attainment

According to the 1980 Census, South County had a lower percentage of persons graduating from high school than the County as a whole. A similar comparison can be made for those who have had four or more years of college. The exception is Morgan Hill. Morgan Hill attracts more professionals, who earn a higher income, and have a higher average level of education than the remainder of South County.



Jobs and Housing Relationship

In the 1970's, the number of jobs in South County was very close to the number of residents in the area, although Morgan Hill had a high jobs housing imbalance. Of jobs in South County 27% were filled by persons who lived elsewhere. Of persons who lived in South County, 27% worked outside the area.

In 1980, a greater percentage of employed persons residing in South County were working outside the South County area. Persons living elsewhere, but employed in South County held 32% of South County jobs; 48% of workers residing in South County were employed elsewhere.

III. SOUTH COUNTY DEVELOPMENT FACTORS

The following factors will affect the population and employment growth in South County.

1. South County Industrial Attraction

It is generally assumed that South County will attract "spin off" and "satellite" companies of North County firms as well as other small "start up" companies. A "spin-off" is a company started by former employees of another company. A "satellite" is a division of another company located elsewhere. A "start-up" is a new recently formed company. Most of the available industrial sites fall into the small/medium range (under 40 acres) that would attract these companies. As North County moves closer to buildout these trends may accelerate.

2. Wastewater Treatment Facility

The Gilroy/Morgan Hill Wastewater Treatment Facility is expected to be a major factor constraining growth, until the early 1990's. A new plant is being planned and is expected to be operating by 1990-92. Rapid growth may occur in the mid-1990's resulting from pent-up demand. Gilroy/Morgan Hill may have proportionately more industrial growth than housing growth in the next three years because of the cities commitment of the remaining sewer capacity to industry.

3. Gilroy/Morgan/Hill Growth Control Ordinances

Gilroy and Morgan Hill are governed by local growth control ordinances. Gilroy's ordinance was adopted by the City Council and can be changed by a City Council action. The Morgan Hill, on the other hand, ordinance was enacted by a popular vote and thus can only be changed by another vote of the citizens. ABAG's forecast assumes that long-range pressures from accelerated job growth will cause alterations of the ordinances to accommodate residential uses and local serving industries and services.

This is expected to occur after 1990 to accommodate rapid South County growth anticipated after 1990 as North County moves toward buildout.

4. Effects of the Coyote Development

Coyote Valley is now planned by San Jose as a major Campus Industrial area with a potential of over 50,000 jobs. Basic Coyote jobs alone, not including secondary/local serving jobs, would generate a need for 34,000 dwelling units. Coyote has only 9,000 planned housing units and these may not be built until the late 1990's because of required triggering devices specified by San Jose as prerequisites to proceeding with housing construction in the Coyote Valley. Prior to the San Jose General Plan revision (Horizon 2000), ABAG projected only 1,600 jobs in Coyote for 1990 and 4,900 for 2000. These figures have since been adjusted upward to 5,800 and 23,000, respectively. ABAG will increase this to 25,000+ jobs in "Projections '85." This will add substantially to the demand market of Morgan Hill, Gilroy and all of South County for housing.

5. Future Jobs/Housing Imbalance

ABAG's "Projections '83" indicates that if the future job growth in South County is realized, a significant future housing shortage will develop. Land in the Gilroy planning area for commercial and industrial uses exceeds that for housing and therefore, the Gilroy statistical area (census tracts 125.01, 125.02, and 126) will incur a shortage of 3,200 housing units by 1990 and 10,400 by the year 2000. While the imbalance in the Morgan Hill statistical area (census tracts 123.01 and 123.02) is less severe, projections indicate a deficit of 4,800 housing units by the year 2000.

The jobs/housing imbalance would tend to force up the price of housing, exert pressure for higher densities in South County, and may affect the rural environment of South County. These issues will be discussed in other South County reports.

COMPONENTS OF GROWTH

There are three components which need to be examined when confronted with the issues of population and employment growth. They include the rate, the mix, and the pattern of growth.

These components should be considered throughout the study. Each topic: Transportation, Services, Infrastructure, Economic Development, etc., will try to address these.

1. The Rate of Growth

There is little argument that residential and industrial growth will occur in South Santa Clara County. The question lies in how much will occur? Two of the basis options regarding the rate of growth under current conditions are: (a) growth will occur slowly at a somewhat steady rate, or (b) growth will occur slowly at first, accelerating as the cities are able to provide services (i.e., sewer, water). The goal is to manage growth at a reasonable rate.

2. The Mix of Growth

The second component of growth is referred to as "mix." As growth proceeds, how much of each land use type will occur in South County? Growth manifests itself in several different types of development; residential, industrial, commercial. What ratio of these types of development is needed to maintain South County as a desirable place in which to live and work.

3. The Pattern of Growth

The third component of growth is the "pattern" of development. The question is where should new growth take place? There are a number of options, including: within the cities through redevelopment or infill, in the incorporated area, in the developed unincorporated areas or in the rural unincorporated areas. Each option creates its own benefits and costs. By encouraging the infill of developed areas, open space might be preserved. By allowing rural or undeveloped areas to be developed, a small town rural character may be encouraged at the expense of urban sprawl. Each option taken to the extreme, results in an undesirable situation.

ISSUES AND IMPLICATIONS

Santa Clara County is a fast growing region in the forefront of the "high tech" industrial boom. Because of the area's location, geography, climate and proximity to major transportation routes it has drawn people and industry from all over the world. For this reason, future population and employment growth in the region is considered inevitable. As a result of this potential growth there are some fundamental issues that need to be addressed. These issues may be expressed in the form of questions, some of which may not be readily resolved and should be kept in mind as the following reports are presented. These questions should be used as a tool for discussion.

1. What Benefits Might Growth Bring to the South County?

There are many benefits which may be derived from population and employment growth. These include additional tax revenue; community involvement, more services, additional commercial and retail development, additional jobs and cultural resources. New persons coming into the area will bring new ideas and opportunities. This will be discussed further in several of the following reports including Community Character, Economic Development, Infrastructure, and Public Services.

2. How Will the Jobs/Housing Imbalance Affect the Socio-economic Mix of the Population?

As affordable housing stock diminishes competition for housing will increase. It is possible that as housing costs rise, the lower income households and minorities will be forced out of the area. Housing is a key issue and will be discussed in depth in the Housing report of the South County Study.

3. How Will the Increase in Population Affect the Number of Children/Elderly/Minorities and How Will it Affect the Supply of Schools, Senior Centers, Parks and Recreational Facilities? How Will Growth Effect Quality of Service?

An increase in population or a change in its economic composition will place different demands on the various cities and the County to provide services. The actual effect on quality and quantity of service will be discussed in the Public Services section of this study.

4. What Will Growth mean in terms of Community Change

This question will also be discussed in the Community Character/Quality of Life, Open Space and the Natural Environment section of the study.

5. How Will the Changes in North County Affect the Rate of Growth in South County?

One general assumption held by many economists is that as long as there is available land in the North County, industry will try to locate there. It seems likely that the South County will attract the overflow of industry and housing. The high cost and lack of available housing in the urbanized areas of the north will encourage the increase in residential development in the far south. This will be discussed in each of the remaining reports, particularly Housing, Economic Development, Infrastructure, and Open Space.

6. Does Buildout in the North County Mean Building in the South County?

It is likely that by the year 2000, much of the developable land will be built out in the north. It seems unlikely, given the large amount of available land in South County, that buildout will be achieved in the South County by the year 2000.

7. How Will the Development of Coyote Valley Affect the Growth of South County?

With impending industrial development in Coyote Valley two things may happen. First, location of industry and jobs in the area will stimulate the housing market. The lower cost of housing in South County could be attractive not only to those working in Coyote Valley, but those employed in the North County. The increasing number of persons living in South County generates an employment base. This base may attract additional industry to locate in the area and increase the supply of new jobs. The reports on Economic Development, Housing, Infrastructure, Local Government, etc., will provide additional information on this subject.

8. How Will Population Growth Affect Lifestyles?

There are many factors which will affect the lifestyles of the residents of South County: the availability of jobs, housing, infrastructure, environmental quality, transportation, etc. These subjects are to be touched upon in each of the subsequent reports but will be summarized in the Community Character, Agriculture, Open Space, Transportation, Housing and Infrastructure sections of the study.

9. What Services and Resources are Presently Available in South County? Can These Services and Resources Support the Projected Population Growth? Will the Lack of Services and Resources Act as a Constraint on Growth?

These questions will be discussed in the Local Government Infrastructure, Education, Transportation, Safety, Sewer and Water related sections of the study.

10. What Will the Effects of the Development of Coyote Valley on Employment?

The generation of jobs in Coyote Valley will trigger activity in the regional housing market. As a result, in addition to jobs created by industry, there may be an increase in service related jobs including retail, office, and commercial. This topic will be further discussed in the Economic Development section of the study.

11. Will South County Become More of a Bedroom Community or a Source of Employment?

The potential in the South County is for both. In 1970 almost 73% of those persons who worked in South County resided in South County. In 1980, the figure decreased slightly to roughly 68%. Although the number of persons working in the area, but residing to the north is on the increase, the development of the Coyote Valley may slow the trend. The sections on Economic Development and Housing will provide additional information on this topic.

12. How Will Population Growth Affect Commute Patterns in Santa Clara County and Neighboring Counties?

Travel patterns to work is a key issue in Santa Clara County, not only for inter-County travel but for intra-County travel. This issue will be examined in the Transportation Section of this study.

13. What Types of Jobs Will Locate in the South County?

14. Will The Current Population be Able to Participate in the Job Market? (Level of Jobs Skills, Education, etc.)

15. Will Industry Try to Locate in North County Before South County?

16. What is the Relationship of Agriculture to Industry?

Each of these four questions relates directly to the Economic Development of South County, as well as the sections on Agriculture and Land Use.

VI. FINDINGS

1. Santa Clara County is a fast growing region, drawing large amounts of industry and people. The northern portion of the County experienced its most rapid growth between 1960 and 1970, whereas, the southern region experienced substantial growth between 1970 and 1980.
2. Employment growth in Santa Clara County continues to exceed projections.
3. South County will continue to experience growth beyond the year 2000.
4. Development is more likely to "pop up" in areas where there are less growth restrictions.
5. County's unincorporated areas will experience pressures to develop as cities limit development within their jurisdictions.
6. Presently, South County has a lower median income and lower level of education than North County. Morgan Hill has begun to resemble the cities of North County in terms of population characteristics. With the continued population and employment growth, Gilroy will probably follow this trend.
7. South County will be affected by institutional and external growth constraints. Institutional growth constraints include land use, limitations imposed by general plans and growth control ordinances. External growth constraints include the national economy and the land market. There are at least five factors that have been identified which will affect the growth of South County. These factors

include: South County's attractiveness to industry, the Gilroy/Morgan Hill Wastewater Treatment Facility, the Gilroy/Morgan Hill Growth Control Ordinances, the effects of the development of the Coyote Valley, and the future balance of jobs to housing.

8. There are segments of the population which require special consideration. They include the elderly, the young, the disabled, the educationally disadvantaged single-person headed households and ethnic minorities. These people will be affected as growth in South County continues. Each segment of the population has special needs. The young need schools, open space, and activity centers. The adults require jobs, affordable housing and support centers. The elderly, whether able or disabled require senior centers, transportation, freedom of movement, and care facilities. As growth occurs and the area becomes developed, competition for land and service may affect the cities ability to provide for the needs of their special citizens.
9. With the creation of new jobs in South County, there may be an increase in workers commuting into the area from other counties. Hence, commute patterns and transportation plans will be affected.
10. The development of Coyote as a major Campus Industrial Area will generate over 50,000 jobs. This will create a need for 34,000 dwelling units. Coyote has only 9,000 planned dwelling units which may not be built until the late 1990's. This will add substantially to the demand for housing and services in Morgan Hill, Gilroy, all of South County and neighboring counties.

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